

Message Text

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ACTION EUR-12

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FM USMISSION NATO

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INFO USCINCUE

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CINCLANT

CINCUSAREUR

CINCUSNAVEUR

CINCUSAFE

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 0460

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJ: MINISTERIAL GUIDANCE: NATO DEFENSE IN THE LONG TERM

REF: 8A) USNATO 0004, (B) USNATO 0063, (C) USNATO 6931

(D) USNATO 6885 (E) STATE 002644 (F) STATE 003477 (G) STATE
008271

DURING JANUARY 8, 1975 DRC MEETING, US REP (DR LEGERE) AGREED
TO FURNISH IS WITH PROPOSED LANGUAGE FOR "NATO DEFENSE IN THE
LONG TERM" SECTION OF 1975 MINISTERIAL GUIDANCE (REFS A AND B).
MISSION HAS DRAWN FROM DECEMBER 3, 1974 US CONTRIBUTION TO THE
FORMULATION OF MINISTERIAL GUIDANCE, SECRETARY SCHLESINGER'S
STATEMENTS DURING DECEMBER DPC MINISTERIAL (REFS C AND D)
AND SUBSEQUENT GUIDANCE (REFS E, F, AND G) TO DEVELOP TEXT
QUOTED BELOW. ACTION REQUESTED: WASHINGTON APPROVAL TO SUBMIT
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PROPOSED TEXT OR REQUIRED REVISIONS PRIOR TO COB JANUARY 31.

BEGIN TEXT:

NATO DEFENSE IN THE LONG TERM

1. NATO'S DEFENSE STRENGTH FURNISHES A SECURE BASIS FROM WHICH TO NEGOTIATE AND PROVIDES A BAR TO AGGRESSION OR INTIMIDATION. THE WESTERN GOVERNMENTS ARE SEEKING IMPROVEMENTS IN EAST-WEST RELATIONS, BUT NEGOTIATIONS WILL BE SLOW AND MEAN WHILE THE MILITARY CAPABILITIES OF THE WARSAW PACT NATIONS CONTINUE TO EXPAND. THEREFORE, OVER THE LONG TERM, NATO WILL REQUIRE A CAPABILITY TO DETER AGGRESSION OR INTIMIDATION, AND IF DETERRENCE FAILS, TO DEFEND NATO TERRITORIES AND PEOPLES.

2. NATO'S AGREED STRATEGY FOR THIS TASK REQUIRES A BALANCED TRIAD OF INTERDEPENDENT STRATEGIC NUCLEAR, THEATER NUCLEAR, AND CONVENTIONAL FORCE CAPABILITIES. EACH ELEMENT OF THIS TRIAD PERFORMS A UNIQUE ROLE; IN COMBINATION THEY PROVIDE MUTUAL SUPPORT AND REINFORCEMENT. NO SINGLE ELEMENT OF THE TRIAD CAN SUBSTITUTE FOR ANOTHER.

3. FOR THE FORESEEABLE FUTURE, THE UNITED STATES AND SOVIET STRATEGIC NUCLEAR FORCES WILL CONTINUE IN ESSENTIAL BALANCE. WHILE NATO'S THEATER NUCLEAR FORCES REQUIRE IMPROVEMENT, THEY REMAIN SUPERIOR IN MANY WAYS TO THOSE OF THE WARSAW PACT. THE ALLIANCE CAN AND WILL USE NUCLEAR WEAPONS WHEN NECESSARY AND ADVANTAGEOUS.

4. ALTHOUGH THERE ARE OBJECTIVE DISPARITIES BETWEEN NATO AND WARSAW PACT CONVENTIONAL FORCES, NATO HAS ACHIEVED A LARGE MEASURE OF SUCCESS IN MAINTAINING AND IMPROVING FORCES OVER THE LAST SEVERAL YEARS. THE BASIC INGREDIENTS FOR A STALWART CONVENTIONAL DEFENSE EXIST; NATO MUST NOW PLACE MAJOR EMPHASIS ON CORRECTING THE CONVENTIONAL DEFICIENCIES THAT REMAIN. IF MILITARY AUTHORITIES AND NATIONS SET AND APPLY RIGOROUS PRIORITIES, AND IF NATIONS ENLARGE THEIR PARTICIPATION IN A BROAD RANGE OF COMMON AND INTERNATIONALLY COOPERATIVE PROGRAMS, NATO CAN ESTABLISH A STABLE, LONG-TERM BASIS FOR A SATISFACTORY RELATIVE CONVENTIONAL BALANCE WITHIN ACCEPTABLE RESOURCE LEVELS.

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5. NATO'S ESSENTIAL TASKS FOR ALLIANCE DEFENSE ARE: TO MAINTAIN AND SUPPORT MILITARY CAPABILITIES IN THE LONG HAUL; TO MAKE IMPROVEMENTS THAT INCREASE THE CAPABILITIES OF THOSE FORCES; AND TO DEMONSTRATE TO PARLIAMENTS AND PUBLICS THAT THE FORCES BOUGHT FOR VERY SIGNIFICANT SUMS HAVE A VIABLE MISSION.

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CINCUSAFE

C O N F I D E N T I A L SECTION 2 OF 2 USNATO 0460

6. NATO CAN ACCOMPLISH THESE TASKS ON A STABLE BASIS
OVER THE LONG TERM ONLY IF:

A. ALLIES MAKE STEADFAST COMMITMENTS TO MAINTAIN ALL
FORCES THEY HAVE ALREADY BOUGHT -- WHETHER COMMITTED
TO THE ALLIANCE OR NOT -- AND TO CONTINUE MODERNIZATION/
IMPROVEMENT OF THESE FORCES AND ASSOCIATED SUPPORTING
PROGRAMS. NO COUNTRY CAN LET DOWN AT THE EXPENSE OF
THE OTHERS. THIS MEANS RETAINING CURRENT MANPOWER
LEVELS (UNLESS REDUCED THROUGH MBFR AGREEMENTS) AND
ALLOCATING SOME MODEST REAL INCREASE OF DEFENSE FUNDS --
PERHAPS ON THE ORDER OF 3-5 PERCENT PER YEAR, A RATE
COMPARABLE TO THAT OF RECENT WARSAW PACT INCREASES.

B. NATO MAKES BETTER USE OF DEFENSE RESOURCES THROUGH:

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(1) RIGOROUS SETTING OF PRIORITIES THAT ARE
SPECIFIC AND FEW,

(2) REALISTIC RESOURCE GUIDANCE FOR PLANNING
THAT TAKES INTO ACCOUNT BOTH THE EXISTING
FORCES AND THE PLANS OF MEMBER COUNTRIES,
AND

(3) RATIONALIZATION OF FUNCTIONS ACROSS COUNTRIES,
STANDARDIZATION, AND OPERATIONAL PLANNING FOR
THE MORE FLEXIBLE USE OF FORCES -- ALL OF WHICH

REQUIRE GREATER COOPERATION WITHIN THE ALLIANCE.

7. INCREASED EMPHASIS ON COMMON AND COOPERATIVE PROGRAMS IS PARTICULARLY IMPORTANT. NATO HAS ENJOYED SOME SUCCESS IN PURSUING COMMON GOALS IN SUCH SUPPORTING PROGRAMS AS INFRA-STRUCTURE AND COMMUNICATIONS. THE ALLIANCE SHOULD NOW BEGIN PLANNING TOWARD COMMON LOGISTIC SYSTEMS IN SUPPORT OF FRONT-LINE FORCES AND FOR RECEPTION OF REINFORCEMENTS. AT AN EARLY STAGE IN THIS PLANNING, MILITARY AUTHORITIES SHOULD STATE LOGISTIC RESERVE REQUIREMENTS FOR EMERGENCY ALLOCATION DURING THE INITIAL STAGES OF A CONFLICT. THESE RESERVES WOULD PROVIDE THE BASIS FOR A LOGISTIC CAPABILITY WHICH IS CAPABLE OF OUTLASTING THAT WHICH THE WARSAW PACT CAN HASTILY ASSEMBLE -- NOT IN ORDER TO FIGHT A LONG WAR, BUT IN ORDER TO HELP DETER WAR FROM BREAKING OUT.

8. MORE EFFECTIVE DISTRIBUTION OF ALLIANCE DEFENSE TASKS THROUGH INCREASED COOPERATIVE PROGRAMS CAN GO FAR TOWARD OFFSETTING THE RISING COSTS OF MANPOWER AND COMPLEX WEAPONS SYSTEMS. ECONOMIES FROM SUCH ACTION WILL ALLOW NATO TO MAINTAIN A FORCE STRUCTURE NECESSARY FOR CONTINUED DETERRENCE OVER THE LONG TERM. NATIONS AND MILITARY AUTHORITIES SHOULD THEREFORE GIVE ACTIVE SUPPORT TO IDENTIFYING AND IMPLEMENTING DEFENSE OBJECTIVES WHICH INCREASED COOPERATIVE EFFORTS CAN SATISFY MOST EFFICIENTLY. THE MEANS FOR COOPERATION TO MEET THESE DEFENSE OBJECTIVES ARE SEVERAL:

RATIONALIZATION/SPECIALIZATION, TO MANAGE ALLIANCE RESOURCES COLLECTIVELY IN ORDER TO RELEASE RESOURCES FOR CRITICAL FORCE IMPROVEMENTS; STANDARDIZATION, TO INCREASE EFFECTIVENESS OF CONFIDENTIAL

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WEAPONS, TRAINING AND LOGISTIC SUPPORT THROUGH COMMONALITY, WHILE CUTTING DEVELOPMENT AND PROCUREMENT COSTS; AND FLEXIBILITY, TO ENSURE THE MOST EFFECTIVE COMBAT EMPLOYMENT OF ALLIANCE FORCES.

9. THE CHIEF OBSTACLE TO EFFECTIVE ALLIED COOPERATION IN THE PAST HAS BEEN INSUFFICIENT INCENTIVE FOR COUNTRIES TO GIVE UP NATIONAL DEFENSE-RELATED PREROGATIVES IN VIEW OF LIMITED GAINS ONCE THOUGHT POSSIBLE. THIS SITUATION HAS NOW CHANGED. PUBLICS, PRESENTLY AND IN THE LONG TERM, JUSTIFIABLY DEMAND OPTIMUM USE OF SCARCE DEFENSE RESOURCES TO MEET REALISTICALLY APPRAISED THREATS. IN THE FACE OF THE LONG-TERM THREAT POSED BY FORCES AND CAPABILITIES OF THE WARSAW PACT, THIS GUIDANCE SIGNALS A NEW DEPARTURE, CALLING FOR RENEWED AND VASTLY INCREASED EFFORTS TO INCREASE EFFICIENCY THROUGH ALLIED COOPERATION.

END TEXT. BRUCE

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